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Annual Report



ADMINISTRATIVE
SERVICES
DEPARTMENT

HENRY A. SCAGNOLI
DIRECTOR

LAWRENCE W. COSTELLO
ADMINISTRATIVE SECRETARY



ANNUAL REPORT
OF THE
ADMINISTRATIVE SERVICES DEPARTMENT

FOR THE YEAR ENDING DECEMBER 31, 1962.

January 4, 1963.

HON. JOHN F. COLLINS,
Mayor of Boston.

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the ninth annual report of the Administrative Services Department for the year commencing January 1, 1962, and ended December 31, 1962.

Under the provisions of Chapter 4, Section 1, of the Revised Ordinances of 1961, the Administrative Services Department is in charge of a Board, known as the Administrative Services Board, consisting of an officer known as the Director of Administrative Services, who is the Chairman of said Board, an officer known as the Supervisor of Budgets, an officer known as the Supervisor of Personnel, an officer known as the Purchasing Agent, and the Commissioner of Assessing, the City Auditor, and the Collector-Treasurer, *ex officio*.

Under Section 2 of the previously mentioned ordinances, it is the duty of the Board, and more especially of the Director of Administrative Services, to make, under the Mayor, studies and recommendations with

respect to the organization, activities, policies, and procedures of all departments, boards, and officers of the city government, so that the administration thereof shall be economical and efficient.

The following Board membership changes took place during the year because of transfers, promotions, or new appointments:

Appointment of Henry T. Brennan as Supervisor of Budgets on January 10, 1962, *vice* John T. Leonard, who transferred to the Auditing Department as a Principal Budget Analyst in a permanent capacity and who was appointed on the same day as Temporary City Auditor.

Transfer of Joseph P. Lally from City Auditor, from which position he was granted a leave of absence to accept the position as Deputy Superintendent of Finance in the Hospital Department, on January 10, 1962.

The above resulted in the Board losing the services temporarily of Joseph P. Lally and acquiring the services of a new Supervisor of Budgets, Henry T. Brennan, while retaining the services of John T. Leonard, who, by virtue of his office as Temporary City Auditor, remained as a member of the Board.

The city and this Board were most fortunate, through your selection, in securing another competent and capable official to serve both as member of the Board and as Supervisor of Budgets. Mr. Brennan, who attended Boston College and Boston College Law School, has had extensive experience in the fields of budgeting and auditing, having been engaged for a period of 16 years as an auditor of city and town accounts in the State Department of Corporations and Taxation. We are certain that his experience and training in these areas, in addition to his training in the legal profession, will prove most beneficial to the Board and to the over-all operations of the department. We are pleased to have such a qualified and competent civil servant associated with us.

The practice of holding formal meetings of the Board was discontinued temporarily during the past year for the reason that several plans for the expansion and reorganization of the department had not been finalized to a point where it would be possible to submit clear

and definite programs for consideration of the full Board. At a formal meeting of the Board, held in January last, the Director furnished Board members with a notice to the effect that a reorganization study of the department was in progress and suggested that every courtesy and complete cooperation be extended to those undertaking the study. During the course of the year many conferences were held with heads of the divisions involved with the Director present. This study, to which reference is made, has not been completed to the present time due to several factors which interrupted and delayed progress in the development of the over-all picture.

The Jacobs Classification and Salary Survey for City and County Employees, which has been in progress since May to the end of the year, has tended to retard definite action on the reorganizational structure of the department, the results of which may throw a different light on previous and present planning. The results of this survey have not been accepted or approved to the present time.

The establishment of an Organization and Methods Section within the Administrative Services Division, which has been under consideration for several years under previous and present Administrative Services Boards, has been explored and reviewed by the Reorganization Committee, but nothing has been resolved in the way of a definite recommendation on this issue to date. However, a systems and organizations man has been assigned to the department to implement the various departmental organizations and systems studies which are being conducted in several departments to improve efficiency in operations. This consultant is under contract with the Boston Government Center Commission, which agency was established by the Legislature to provide for the construction of a new City Hall and for the equipping and furnishing of same. His studies are still in the planning and exploratory stage, as are the plans for a new City Hall, and, until such time as definite recommendations are prepared for submission to this Board, no formal action by the Board is required or necessary.

REVENUE ACCOUNTING DATA PROCESSING

Becker and Becker Associates of New York, who conducted a space study for the Government Center Commission in connection with the erection of the new City Hall, recommended in August of 1959 that a Central Electronic Data Processing Unit be established under the control of the Administrative Services Department, which would operate as a "Service Bureau" for the using departments. This recommendation, with which the Government Center Commission concurred, involves the consolidation of all data processing and billing operations at one location. While it is not anticipated that the data-processing operations of the various departments will be fully integrated at the outset, centralization, however, will permit eventual functional integration if desired. In addition, centralization will permit consolidation of special power, air-conditioning, and floor-loading requirements in the new City Hall.

It is reasonable to expect the use of electronic data-processing equipment to increase in the future. The old City Planning Board, now associated with the Boston Redevelopment Authority, for example, submitted a report back in 1959 outlining the benefits it would derive from adapting data-processing techniques to the performance of some of its duties. Several other departments have indicated a desire to apply these techniques to their own work.

We have been heavily engaged in planning and developing new and improved methods and systems for performing certain of the city's revenue accounting, billing, and collecting functions. The objectives of the program are and continue to be as follows:

1. To increase the yield from existing revenue sources by improved control and by reducing interest paid on short-term borrowing; and,
2. To achieve gradual cost reduction through improved procedures and mechanization.

The principal features of the program, which is designed to achieve the above ends, are:

1. Considerable changes in the functions of some of the clerical personnel in the Assessing Department, brought about by changes in the record-keeping system and files.

2. Changes in the method of commitment sheet listings from alphabetic, in the case of real estate, to a parcel number type of control.
3. Use of punched card source documents for the preparation of poll tax bills and commitments.
4. With respect to sewer and water billing, the use of typical punched card utility billing approaches, with apparent substantial clerical cost savings once the conversion and transition periods have been completed.
5. In connection with all tax billing and with water and sewer billing, the use of a punched card bill which will eventually free personnel from the tasks of manual posting by permitting mechanical cash posting by machine.

As the program planning was developed during 1962, it became apparent that it could not be developed and implemented fully during the year, due to the fact that rather extensive changes in existing methods of operation would be required for the total development of an integrated system. Hence, a partial implementation in 1962 was agreed upon, with continued expansion through 1963 and a target date of 1964 for complete implementation. It was further agreed that, since the work on water and sewer charge billing was farthest along, these two functions should be initiated during the last quarter of 1962 and the first quarter of 1963.

Accordingly, space was made ready on the fourth floor of City Hall Annex, and, in October, equipment was delivered. Since that time the master accounting files for water service and sewer use, some 120,000 items, have been converted to punched cards, and the meter reading information has been keypunched, in preparation for water billing in the first quarter of 1963. In addition, the sewer use charge assessment for 1963 has been prepared, and commitments and bills are presently being completed.

During 1963 the Data-Processing Unit will be concerned with the conversion of the files used for the preparation of the Police and Voting Lists, and will prepare, with the concurrence of the Assessor, the poll tax bills and commitments, and will begin the conversion of the city's real estate billing files, subsequent to the 1963 real estate tax billings.

In addition, we have been actively concerned with the development of data-processing requirements for other agencies which will be occupying space within the new City Hall. Listings of equipment are being prepared for the use of the Government Center Commission and the architects, who will shortly be reviewing the layouts and arrangements recommended for the building.

Appropriations for the Data-Processing Unit for 1962 were \$52,000, based on a relatively short period of operation. For 1963 the sum of \$258,000 is being requested, and is based on a full year with a complete staff. It is anticipated that this sum, of which \$115,000 is for personnel, will be adequate for the completion of the program as it is now defined, although nonpersonnel items may be required to improve processing methods.

An informal meeting was held early in the year to acquaint Board members with data-processing plans, and, in order to expedite the operation, the staff required to initiate the system were placed on the payroll of the Administrative Division rather than creating a new division at this time. It is planned, however, to create a unit in the early part of 1963 to centralize control and segregate costs of operations.

It remains our belief that substantial reductions in clerical costs will be made through attrition, although these reductions are not the major justification for the program. It is reasonable to suppose that, as soon as the necessary changes in method have been made, it will be possible to shift employees to other work, perhaps even to other departments of the city.

More importantly, in addition to the routine data-processing functions presently being performed or being proposed, this installation will provide the type of service capability to other city departments which is presently a requirement for effective management of a modern city government.

GROUP LIFE AND HEALTH INSURANCE

In conjunction with the acceptance of Chapter 32B, exclusive of Sections 9A and 11A, of the General Laws, which concerns contributory group general or blanket insurance for persons in the service of the city and their

dependents, a committee of five, representing various city organizations, was appointed by you to review the various plans available and make recommendations as to their findings. As a result of both actions, a life-health insurance plan, considered to be one of the finest and most attractive available in the Commonwealth, with the city sharing one half of the total cost, was placed in effect on August 1.

In order to place the selected plan in effect at the earliest possible date, it was necessary to implement the staff of the Administrative Division with two additional employees — one at the outset, and an additional employee later in the year. It is difficult to ascertain at this time just how many employees will be required to handle operations in the future, and, rather than establishing a new division for this specific purpose, it was deemed desirable and advisable to absorb the expense within a division already established.

Since the inception of the plan only five months ago, 16,500 employees have been enrolled with payments for hospitalization totaling in the vicinity of \$700,000. In addition, thirty death claims have been processed in the amount of \$2,000 each in the same period of time, while accidental death payments, under the double indemnity clause, in the amount of \$4,000 each, were paid to beneficiaries in four of these cases.

When one considers that total payments for hospitalization and deaths amounted to over \$771,000 in a five-month period, it is quite clear that your action in initiating this program has not only been a godsend for the many employees and families of the employees involved but it has contributed substantially to the security and morale of all employees who are enrolled in this wonderful program. The indications are that, as time goes on, the work load in administering the program will increase and expand. When the present contract expires and negotiations are under way for renewal of the existing contract, in all probability new types of plans may be available, and, in accordance with your wishes, we shall again endeavor to procure the best type of plan obtainable at the lowest cost to both the employee and the city government.

We will continue our studies in several other areas of administration with a view to applying modern methods and techniques to our daily operations. We are hopeful that sometime prior to our moving to the new City Hall, we will have explored every avenue of administrative planning which, as an integral part of municipal operations, has been recognized only in very recent years and by a relatively small number of cities.

ADMINISTRATIVE DIVISION

This division, which has been functioning since its inception with limited personnel, has been handling many phases of municipal administration in various fields and has been the key division in carrying out a major portion of administration policies emanating from the Director. During the past year some thirty-five directives and/or memoranda were issued concerning various administrative subjects, namely:

Permanent Personnel Vacancies — City and County . . .	Jan. 8, '62
Time and Attendance Records	Jan. 9, '62
Service Orders	Jan. 16, '62
Snow Coordinating Table	Jan. 17, '62
Youth Educational Assistance	Jan. 19, '62
Prior Authorization for Bids Exceeding \$2,000 for Repairs, Construction, or Other Work Projects	Jan. 30, '62
Payrolls	Feb. 6, '62
J. L. Jacobs Review of the Compensation Grades for Certain City and County Classifications	Feb. 14, '62
J. L. Jacobs Review of the Compensation Grades for Certain City and County Classifications	Mar. 20, '62
J. L. Jacobs Company Procedures	Mar. 23, '62
Information Bulletin	Mar. 26, '62
Absence from the City — Home Address and Telephone Numbers	May 1, '62
Contributory Group General or Blanket Insurance for Per- sons in the Service of Counties, Cities, Towns, and Districts, and Their Dependents	May 10, '62
Group Life and Hospital-Medical-Surgical Insurance Pro- gram Under Chapter 32B of the General Laws	May 17, '62
Group Life and Hospital-Medical-Surgical Insurance Pro- gram Under Chapter 32B of the General Laws	May 28, '62
1962 Conferama Attendance	June 12, '62
Summer Working Hours	June 12, '62
Mayor's Charity Field Day, Tuesday, June 19, 1962	June 13, '62
Group Life and Hospital-Medical-Surgical Insurance Pro- gram Under Chapter 32B of the General Laws	June 20, '62
Council Order Dated June 25, 1962 — Group Insurance	July 2, '62
Insurance Program	July 9, '62
Hospitalization and Insurance Plan Informational Booklets and Beneficiary Cards	Aug. 13, '62
1963 Budget Estimates	Aug. 29, '62
Return to Regular Work Schedule (9-5)	Aug. 30, '62

Fire Prevention Week	Sept. 19, '62
New City Hall Furniture and Equipment Study	Sept. 19, '62
Procedure for City and County Departments to Follow Re Health Insurance Plan	Sept. 26, '62
Chapter 627 — Acts of 1962 — An Act Relative to the Defi- nition of Employer in the Law Relative to Unlawful Discrimination	Nov. 13, '62
Annual Meeting and Election of Directors of the City of Boston Employees Credit Union	Nov. 14, '62
Promotions — Transfer	Nov. 13, '62
Skeleton Force — Friday, November 23, 1962	Nov. 19, '62
Proposed Jacobs Classification and Compensation Plan	Dec. 6, '62
Skeleton Force — Monday, December 24 and Monday, December 31	Dec. 17, '62

SPECIAL MEMORANDA

1. Filing of Annual Reports
2. Interdepartmental Memoranda to the Employees of the Administrative Services Department
3. Notice of Survey Meeting with representatives of the J. L. Jacobs Company

In reviewing the above directives or memoranda, certain subjects or issues which are not of a routine nature are referred to below in a more detailed form.

In Directive No. 1 it was announced that a new form (General Form 69) had been established to tighten control over the filling of permanent vacancies caused by promotion, transfer, resignation, retirement, or death. It was customary in the past to carry vacancies and request appropriations for the monies involved from year to year without any logical reason ever being given by a department head. In many cases positions would be vacant for several years without being filled, and the funds involved amounted to a substantial sum each year. This policy has been discontinued, and department heads at the present time and in the future will have to indicate their intentions regarding future activation of such vacant positions, thereby minimizing personnel costs and resulting in a more accurate picture of projected personnel requirements.

Directive No. 3, which requires that all service orders be forwarded to the Supervisor of Budgets prior to transmittal to the City Auditor, has resulted in the tightening of control over the expenditure of funds for various purposes. This new procedure affords the Budget Division an opportunity to review such orders prior to their being processed by the Auditor to ascer-

tain whether or not funds are being spent under the correct program and whether or not funds are available in a certain program to cover the expenditure involved. It serves also as a double check on the expenditure of large sums of money and eliminates to a large extent embarrassing situations when it is found that monies are not available and programs not established for specific purposes.

Directive No. 6, another expenditure or cost control procedure, requires approval by the Supervisor of Budgets before advertising of all work projects for repairs, construction or otherwise, involving bids exceeding \$2,000. This procedure eliminates the possibility of departments requesting bids for projects for which they have no funds or requesting bids on projects when funds they assume available are already encumbered.

Directive No. 11 concerns the compilation of an up-to-date municipal directory, and, although one of the employees of this division was engaged in this work for several months, he was obliged to interrupt progress already made in order to assist the editor of the *City Record* in administrative functions. We hope to revive this all-important project soon and are hopeful that a new municipal directory with a modern format will be published before the end of the year.

Directive No. 28 concerned legislation enacted during 1962 pertaining to the definition of employer in the law relative to unlawful discrimination. This directive is being reprinted for the edification of all concerned.

November 13, 1962.

TO ALL BOARDS AND OFFICERS OF THE CITY OF BOSTON AND
COUNTY OF SUFFOLK

Chapter 627 of the Acts of 1962 prompts me to call to your attention that under Chapter 151B of the General Laws, as amended, it is unlawful for you:

- A. Because of the race, color, religious creed, national origin, age, or ancestry of any individual, to refuse to hire or employ or to bar or to discharge from employment such individual or to discriminate against such individual in compensation or in terms, conditions, or privileges of employment, unless based upon a bona fide occupational qualification.

- B. To print or circulate or cause to be printed or circulated any statement, advertisement or publication, or to use any form of application for employment or to make any inquiry or record in connection with employment, which expresses, directly or indirectly, any limitation, specification, or discrimination as to race, color, religious creed, national origin, age, or ancestry or any intent to make any such limitation, specification, or discrimination, or to discriminate in any way on the ground of race, color, religious creed, national origin, age, or ancestry, unless based upon a bona fide occupational qualification.
- C. To aid, abet, incite, compel, or coerce the doing of any of the foregoing practices, or to attempt to do so; or to discharge or expel or otherwise discriminate against any person because he has opposed any of the foregoing practices or because he has filed a complaint, testified, or assisted in any proceeding respecting such a practice.

Notwithstanding the foregoing, it is not unlawful to inquire of an applicant for employment as to whether or not he or she is a veteran or a citizen.

The Executive Secretary of the Massachusetts Commission Against Discrimination advises me:

1. That such commission has the sole authority to grant exemptions based on a bona fide occupational qualification.
2. That no person may now be denied employment because of age, whether the position is subject to the civil service laws or not; and
3. That by age is meant forty-five to sixty-five years.

HENRY A. SCAGNOLI,
Director of Administrative Services.

The activities of the division, which, in the main, are strictly administrative in character, have expanded during the past year by the initiation of new functions, such as the administration of the health-life insurance program and the installation of a data-processing system which, in all probability, may be established as separate units at some later date. In addition to the routine work of compiling statistical and analytical reports concerning the activities of various departments and agencies of city government, many functions in the field of public relations were either initiated during the

year or continued from previous years. A breakdown of some of the more important accomplishments of the division are submitted below:

1. A review and survey was conducted in the Building Department covering job descriptions of all personnel, prior to the time the Jacobs Survey group initiated their project.
2. Assistance was rendered to the Jacobs Survey group by a member of the staff on a full-time basis from May until the end of the year.
3. Another member of the staff was engaged in activities as a member of the Northeastern Planning Board for the programming of the Annual Motor Vehicle Fleet Supervisors Course held at the Henderson House, Weston, from May 14 to 18. His services have also been made available as a lecturer at Northeastern University on this particular subject at any time requested.
4. Cooperation was extended to the Boston Traffic and Parking Department in their promotion of Public Safety Education Week held on Boston Common in June. Transcribed radio talks were prepared explaining the aims and motivations of the city in the building of a safe city.
5. The annual Conferama was organized and held, featuring Boston's cultural assets, at the Museum of Fine Arts, to which further reference is made later in this report.
6. Monthly meetings of the Public Safety Commission were held in accordance with the provisions of Chapter 203, Acts of 1959, as amended by Chapter 194, Acts of 1961.
7. Services were rendered to the Greater Boston United Fund 1963 Campaign, in which a staff member served in a dual capacity, namely, as Co-Chairman of the City of Boston Employees Campaign and as District Director of the City Hall District, General Business Division, Commerce and Industry Section. As a result of this assistance, a sum of \$29,961 was donated by city employees as against a sum of \$27,904 donated during the previous year, while a sum of \$10,000 was collected from the General Business Division of the City Hall District. A commendation for the work performed by this staff member was forwarded to you by Mr. John S. Howe, Chairman of the 1963 United Fund Campaign.
8. The installation of a Data-Processing Unit.

9. The establishment of a Life-Health Insurance Unit.
10. The handling of all correspondence addressed to the Director and/or the Board.
11. The compilation of annual reports of the department, which includes the activities of the Public Safety Commission.

1962 CONFERAMA PRESENTATION

For the first time since the inception of the annual Conferama idea, we veered from the policy of featuring subjects closely associated with the operations of municipal government and selected a theme of not only local significance and interest but national as well. As a report is to be published in the near future on the actual presentation, we would only like to mention here that the 1962 program to date was the most successful and most popular of all.

Featuring education, entertainment, fine arts, medicine, music, and sports, with well-known figures in each category participating, was an innovation for the members of our municipal family and the public generally. The time and energy expended by the Director and staff of this division in making the arrangements necessary for the presentation required several months of concentrated effort in procuring the best talent available in the fields of art and culture. Out of a total of some fifty people contacted by phone, correspondence, and/or personal interview, some thirty-six speakers were procured. This required a tremendous amount of correspondence between the speakers and staff members in addition to personal calls on each and every speaker for briefing on our format of presentation and discussions on the various approaches that would be made by the various speakers in presenting their remarks.

In the preparation and printing of the official program; the arranging for the use of the facilities of the Museum of Fine Arts; the arranging of catering service for the distribution of refreshments during the course of the Conferama; the printing of name and subject placards for the panel presentations; the handling of publicity; the printing of pamphlets containing information

on reading matter pertaining to the subjects being featured; the compilation of the official report; and many incidental services rendered, we received excellent cooperation from employees from the following agencies and are exceedingly grateful: Office of the Mayor; Printing Section of the Administrative Services Department; Boston Redevelopment Authority; Library Department; and last, but not least, the management and employees of the Museum of Fine Arts.

Your presence and active participation in the opening hours of proceedings was another innovation welcomed by all present. Your inspiring talk at the opening of the Conferama, which will be included in the report of the proceedings, set the tone for a most enjoyable and successful meeting.

In addition to your participation as Honorary Chairman, the Director of Administrative Services as General Chairman, and the Administrative Secretary to the Board as Coordinator, the following experts in their respective fields of endeavor made a tremendous contribution to the over-all program, for which we are also deeply grateful and to whom we are all deeply indebted:

- Perry T. Rathbone, Director, Museum of Fine Arts
- William D. Ireland, Chairman of the Boston Auditorium Commission and President of the State Street Bank and Trust Company
- Charles P. Harris, Architect for the New City Hall
- Paul Lanigan, Director of the Tourist and Convention Bureau, Greater Boston Chamber of Commerce
- Victor A. Lutnicki, Senior Vice-President, John Hancock Mutual Life Insurance Company
- Nelson W. Aldrich, Boston Architect and Chairman of the Boston Art Commission, Administrative Services Department
- Diggory Venn, Head of the Division of Education, Museum of Fine Arts
- John Coolidge, Director, Fogg Art Museum, Harvard University
- Mrs. Sue Thurman, Director, Institute of Contemporary Art, Boston
- Frederick P. Walkey, Executive Director, DeCordova & Dana Museum and Park, Lincoln, Mass.

- Mrs. Peter Gamage, Member, Board of Trustees, Museum of Science
- Arthur Fiedler, Conductor, Boston Pops Orchestra
- Talcott M. Banks, Jr., President, Boston Opera Association
- David S. McNeill, News Program Director, Radio Station WCRB
- Milton E. Lord, Director, Boston Public Library
- Rev. Norman J. O'Connor, C.S.P., Assistant Editor of the *Paulist Fathers News*
- Dr. Harold C. Case, President, Boston University
- Dr. Katherine C. Cotter, Associate Director of Education, Boston College
- Dr. William C. Kvaraceus, Professor of Education, Boston University
- Dr. Clarence Berger, Dean, Brandeis University
- Dr. Seymour Harris, Professor of Political Economy, Harvard University, and Senior Assistant and Consultant to Hon. C. Douglas Dillon, Secretary of United States Treasury
- William B. Castle, M.D., George Minot Professor of Medicine, Harvard Medical School
- Richard Ford, M.D., Medical Examiner, Southern District, Suffolk County, and Professor of Legal Medicine, Harvard University
- Miss Ruth Sleeper, R.N., Director of Nurses, Massachusetts General Hospital
- John T. Foley, M.D., Health Commissioner, City of Boston
- William C. Moloney, M.D., Professor of Medicine, Tufts Medical School
- Elliot Norton, Drama Critic, Boston *Record-American*
- Carl N. DeSuze, Disc Jockey, Radio Station WBZ, Boston
- Rev. Joseph Larkin, S.J., Moderator of the Boston College Dramatic Club, Boston College
- Miss Marjory Adams, Motion Picture Editor, Boston *Globe*
- Jerome M. Rosenfeld, President, Show of the Month Club and National Theatres Club, Inc.
- William H. Sullivan, Jr., President, Boston Patriots Football Club
- Kathleen McKiernan, Chairman, Beverly Conservation Commission, Beverly, Mass.
- Patrick J. Ryan, Director of Recreation, Parks and Recreation Department, Boston
- Richard H. O'Connell, Executive Vice-President, Boston Red Sox
- Joseph Cashman, Sports Writer, Boston *Record-American*

BUDGET DIVISION

As is customary in the early part of the year, the Budget Division is involved in the preparation of your budget allowances for submission to the City Council on the first Monday in February, which is a statutory requirement under the provisions of the City Charter as amended.

It was noteworthy that the 1962 budget, as submitted, showed a decrease under the previous year of slightly more than \$2,000,000 for city departments. This decrease was offset, to some degree, by the county budget's reflecting an increase of \$107,000. It might have been possible, however, to "hold the line" on county expenditures if it were not for legislative action making it mandatory for the city to increase expenditures in specific areas of county government.

The original departmental budget requests, after careful study by the Budget Division and in consultation with the Director of Administrative Services, under your direction, were reduced by \$8,134,423.

The use of "Available Funds" in 1962 allowed for an early announcement of the tax rate, which resulted in revenue being available to reduce temporary borrowing to \$25,000,000. In previous years a supplementary budget was submitted to the City Council which delayed the tax rate declaration for many months.

The subsequent appropriations for snow removal, down payments on loans authorized, a new health and insurance program, and many others were made possible by the appropriating of available funds. These appropriations exceeded, in the aggregate, more than \$1,500,000.

The experience of the budget analysts with the departments and their activities has resulted in a marked increase in cooperation between all concerned. A further benefit derived by the city from this closer unity has been the acceptance by the departments of the recommendations for savings suggested by the Budget Division.

Emphasis was stressed on revenue due the city from all activities, resulting in a substantial increase in income in the City Treasury for 1962 over previous years. With a declining tax base due to loss of valuation by urban renewal projects, and the extension of the Massachusetts Turnpike into downtown Boston, these increased revenues will be a tremendous aid to stabilize the financial structure of the city.

It can be anticipated that with the acceptance of a new personnel survey during 1963 expenditures for personal services will rise, with a resultant upward trend in personnel costs.

It has been most encouraging to note, however, that as a result of the economic and businesslike manner in which budgetary matters have been handled under your direction, the image of Boston has risen to new heights. The Budget Division is proud to be playing such an important roll in your ambitious and progressive program.

It is hoped that through constant surveillance and more thorough inspections of each and every expenditure, which policy was improved upon during the past year in various categories, it should be possible to continue to render maximum services at a minimum cost. This is and has been our goal and, with stricter observance during the course of the current year to all areas of disbursements and collections, we are certain that the results will reflect favorably upon the future of our city and our municipal plant.

COMPLAINTS DIVISION

This division has been serving a most useful purpose in the adjudicating of complaints registered by the public for various reasons. It has been and shall continue to be our policy to treat the public with every courtesy regardless of how serious or minor a complaint may be.

The number and variety of complaints registered concerning the unsanitary conditions of streets and alleys have been decreasing considerably during the past few years due primarily to your establishment of the Office

of Neighborhood Improvement within the structure of the Mayor's office staff. However, we still receive a great many complaints and requests for more adequate lighting and complaints of a routine nature, many of which are now registered in person because of the proximity of the office to the street.

The investigation and processing of complaints has been speeded up to a large degree by the excellent cooperation received from the departments involved, more especially the Police, Fire, Building, Public Works, Parks and Recreation, Health, Traffic, and Civil Defense agencies. Your Office of Neighborhood Improvement and certain divisions of the Boston Redevelopment Authority have been most helpful in providing information and aid concerning proposed urban renewal programs, plans for redeveloping and rehabilitating certain districts, and in educating certain segments of the population in the rudiments of keeping a city clean and improving neighborhood surroundings.

From a public relations standpoint this division has been serving another useful purpose by supplying information to tourists concerning every type of inquiry pertaining to our historical past and by offering suggestions regarding facilities available for lodgings, dining, sports and recreation, hospitalization, education, etc. This particular phase of operations has proven to be most interesting and challenging, and, with the cooperation of our own Public Library, the Greater Boston Chamber of Commerce, and several other private and state organizations, we have been able to provide this service with little or no cost to the city government.

PERSONNEL DIVISION

The year 1962 brought increased activities in the various programs administered by the Personnel Division.

The facilities of our statistical information function have been steadily improved, and we are better able to provide considerable data whenever requested by many agencies from all over the country.

The pre-employment and health medical program is operating on a more efficient basis due to the assignment of a physician from the City Hospital on a full-time basis.

A contract was made with J. L. Jacobs & Company of Chicago, for a review of the Compensation and Classification Plan for the City of Boston and County of Suffolk.

This concern made extensive surveys involving approximately 8,000 positions, and as a result presented recommendations for the establishment of new rules, salary schedules, and certain classification changes.

During the period of the survey the services of the employees of the Personnel Division were enlisted to a considerable degree in the typing of the many letters and forms prepared by the Jacobs & Company representatives for distribution to city and county employees. The final results of the survey will be determined early in 1963.

Under the provisions of Chapter 322 of the Acts of 1962, effective as of April 5, 1962, the appointment of the Police Commissioner was placed under your jurisdiction. As a result, all personnel actions involving Police Department employees became subject to approval by the Supervisor of Personnel and the Director of Administrative Services.

The records of all these employees, numbering approximately 3,000, were permanently installed in the files of the Personnel Division, and all personnel requests submitted by the Police Commissioner are now processed by this division before final approval.

During 1962 there was a gradual leveling off in the city working forces. However, an over-all reduction of 103 was accomplished in the twelve-month period.

PURCHASING DIVISION

A review of the 1962 purchasing statistics will show a continuation of the policies established in 1960 and 1961. Substantial savings made by effective procurement of supplies and materials during the past year and the

previous two years should clearly point out to our tax-conscious public the capabilities and recognition of the Purchasing Division as a profit-making function of the city. The cooperative efforts of the employees of the Purchasing Division and the assistance of personnel from various departments make such savings possible. The policy of the Purchasing Division has been one of unrestricted listings of prospective bidders, thereby creating greater competition with resulting savings to the city. Market trends and new methods to streamline operations with using departments are constantly being studied and revised in order that buyers can intelligently discuss and service said departments. Bulk buying is the keystone of good purchasing, and constant attempts are being made to have various departments anticipate their future needs in advance to enable the Purchasing Division to buy commodities in this manner. Policy of "open door" bidding brings new and valuable sources of supply.

Since April 5, 1962, when the Police Department came under your jurisdiction, substantial savings have been made, some of which are listed below:

ITEM	Previous Police Purchase Price	Present Purchasing Price
Raincoats	\$12.00 each	\$8.59 each
Lubricating Oil	.834 gal.	.56 gal.
Photostat Paper 8' x 350' Rolls	21.36 roll	14.30 roll
Teletype Paper Rolls 8 7/16" x 4"	1.15 roll	.53 roll
Mimeograph Paper 8 x 14 sub. 20	1.71 ream	1.15 ream
Court Stenographer's Notebooks	1.35 each	.90 each
Paper Towels single fold	7.05 case	5.37 case
Automobile Motor Oil	.89 gal.	.64 gal.
Automobile Tire Chains		
670 x 15 Passenger	7.15	4.53
6"Cross Chains	16.21 C	12.49 C
Spark Plugs	.48 each	.395 each
Antifreeze	1.34 gal.	1.255 gal.
Automobile Tires		
760 x 15 4-Ply Premium	15.21 each	11.13 each
710 x 15 4-Ply Premium	16.66 each	12.40 each
Breathing Apparatus	54.00 (annual rental)	49.00 (purchase)
D Tank	1.78 each	1.68 each
Oxygen Tank Exchanges w/contents	3.25 tank	1.65 tank

On our laboratory and surgical bid, eleven additional manufacturers have been added to this bid, which means that it is now possible for thousands of items to be purchased at the manufacturer's lowest price which were previously purchased through dealers. Parts and accessories for anesthesia and inhalation therapy equipment, previously purchased at a net list price, are now being purchased less 18 per cent of list price. Ether, formerly purchased at \$.676 a can, is now being purchased at \$.52 a can. Flu vaccine, formerly purchased at \$4.97 per vial, is now purchased for \$2.40 per vial. On a program which was started in 1960 concerning the reclaiming of silver nitrate from X-ray solutions at the Boston City Hospital, the cost has been reduced considerably. As an example, during the year 1961-62 the total purchase price of X-Omat solutions was \$14,732.08. On the 1962-63 bids, the award totaled \$9,664.50. The purchase of X-ray film in cartons of 500 rather than in smaller quantities has made substantial savings. One example of this is the cost of 14 x 17 film, which in 1959 was \$.626 as compared to the 1962 price of \$.569 each. The total amount of film bought in 1962 for this single-size film was 200,000, which is 12,500 more than was purchased in 1959, thus making the price reduction even more significant.

Another example of the constant search by buyers for new products to be used by city departments is the discovery of a product to replace skim milk, which resulted in a saving of approximately 25 per cent without any nutritive loss. In the case of ice cream, a saving of approximately 10 per cent has been realized by soliciting new bidders. In the purchase of beef hearts used by the Boston City Hospital for research, a savings of approximately 25 per cent has been made.

A routine function of this office is the continual checking of specifications to determine if the city is getting the desired product at the lowest price. For example, the specifications for tea and coffee were modified after a careful check, and costs were lowered approximately 10 per cent without any sacrifice in quality. As a result of changing our method of purchasing Ford

replacement parts, a contract was initiated at a saving to the city of approximately 13 per cent over prices previously paid.

Approximately 2,500,000 cubic feet of liquid oxygen, formerly purchased for the Boston City Hospital at a price of \$.50 per cubic foot, is now being purchased at \$.40 per cubic foot. The approximate saving on this item alone is \$2,500 as a result of soliciting new vendors. An original offer for floor maintainers was made to the Boston City Hospital at a price of \$3,267.73, but after solicitation of additional bidders and public opening of bids by the Purchasing Division they were purchased at a price of \$2,717.90. As a result of closer inventory control, savings of approximately 20 per cent to 25 per cent have been realized on purchases of bituminous products and cement, and savings of 15 per cent to 20 per cent on cemetery supplies. Price on loam and fertilizer has been reduced from 10 per cent to 15 per cent.

As a result of research and coordination with the University of Massachusetts and the Massachusetts Department of Agriculture a radical change resulted in our specifications used in previous years. Additional bids were received from leading national growers and suppliers, resulting in a savings of approximately 20 per cent of our cost. By consolidation of bids and stock piling of lumber, savings in the amount of 15 per cent were realized when we obtained direct bids from New England mills. As a result of an appreciable reduction in the volumes of hardware and paint products, a savings of approximately 20 per cent has been realized.

Once again a repeat of what was said in our 1960 annual report appears to be in order:

“The Purchasing Division is at present operating on a limited basis and until the legislature and community as a whole realize that funds are lost by not functioning as a central purchasing division, that is, purchasing supplies, materials, and equipment for all departments whose budgets are appropriated from the tax dollar, savings will only be of a limited nature.”

SURPLUS PROPERTY UNIT

The establishment of this unit in 1954 to centralize recordings, distributions, and disposals of surplus property has proven to be another important function of municipal operations. The results to date have been most gratifying in every respect, and the adoption of procedures in reporting, transferring, storing, and disposing of surplus property in a businesslike manner was a worth-while move.

Prior to the establishment of this unit it was customary for many departments to retain surplus property over a long period of time without giving any consideration to whether or not such property could be used elsewhere or disposed of while it had some intrinsic value. When the unit was established it was found that many items declared as surplus in one department could be used to advantage by another department or departments, thereby obviating the necessity for including such items in annual or supplementary budgets.

At the present time every channel of disposal within city departments is explored before any item is stored or disposed of by sale. For example, during the past year, some 125 requests were made by various departments for desks, chairs, filing cabinets, tables, and other office furniture, and we were successful in honoring a majority of these requests by delivering surplus and serviceable equipment which we had stored in the depot established in the laundry building on Dover Street. When we were unable to furnish some specific type of furniture or equipment, a visit was made by a representative of the unit to the Massachusetts Surplus Property Depot in Taunton, Massachusetts, where, in most cases, we were successful in securing the item or items requested.

Surplus property classified as "junk" was disposed of to the highest bidder, with a representative of the unit present to observe removal and weighing. As a result of the disposal of this type of material, we were successful in securing for the city a sum of over \$7,000, which, if this unit were not functioning, would never be realized.

When the new City Hall is ready for occupancy, this unit will be most active for the six months or so prior to moving in order to dispose of all property that will be declared as "surplus" at the time. Our experience and training in this field during the past eight years should prove most beneficial when the time arrives for this unit to accelerate these activities.

OFFICE MACHINE REPAIR UNIT

This unit, now in its seventh year of operation, has also proved most valuable as a centralized administrative function of city government.

In 1962 some 2,100 inspections of office machines were made, consisting of cleaning, oiling, and adjusting, with any necessary repairs, for which outside contractors would charge from \$8 to \$12 per inspection. In several cases departments requested service for machines which required a complete overhaul, and, in approximately 35 cases, it was found that machines were beyond reasonable repair and departments were advised to trade in the old for new equipment. The unit received 690 emergency calls for immediate repairs which were handled promptly and efficiently. Parts for equipment are purchased at wholesale prices, and savings up to 300 per cent on certain parts were realized.

It is estimated that the cost of service rendered if performed by outside contractors would approximate over \$25,000 annually, and, with the cost of operations for the year 1962 totaling in the vicinity of \$11,000, and with savings averaging \$9,000 for the past seven years, savings of \$63,000 over the 7-year period not only justifies this operation but warrants consideration for expanding it with additional help, additional equipment, and the possibility of serving the School Department and other city and county agencies that are located in areas remote from the center of the city and which are presently being serviced by outside firms.

In addition to the savings realized from this operation, the prompt and efficient servicing of machines has also been an important factor in eliminating delays in production in the departments presently being serviced.

PRINTING SECTION

The Printing Section has continued to abide by the "No-Hire No-Fire" policy of your administration and has effected economies in every area possible. With an absolute minimum of help, we have managed to produce during the past year an unusually elaborate report for the Superintendent of Schools which has attracted widespread attention, produced the lengthy and complicated Probate Index, and have continued the production of a monthly issue of the *B.P.L. News*, which function was taken over from the Library Department in 1961. This was work performed over and above our regular workload, which consists of meeting the printing needs of all city departments, including the production of Police and Voting Lists.

Despite the fact that payroll costs have actually increased since 1959, due mainly to a 10 per cent raise to eighty-three per cent of the Printing Plant employees who are union members, theoretically they have decreased. In other words, if we had not reduced the number of employees since 1959, our payroll costs for 1962 would have been \$658,000 rather than \$561,000, as indicated by the following table:

YEAR	Payroll	Weekly Wage	Number of Employees
1959	\$543,000	\$112.00	102
1960	537,000	116.00	99
1961	537,000	120.50	90
1962	561,000	124.00	88

By adhering strictly to the "No-Hire No-Fire" policy we have actually realized a savings of some \$97,000.

It is contemplated during the current year to eliminate the addressograph operation at the plant in the production of Police and Voting Lists and to transfer these functions to the Police Department and the Data-Processing Unit of the Administrative Services Department where IBM installations have been established.

When the addressograph offset system was installed in 1955 there were differences of opinion among Board

members as to whether or not an IBM or addressograph installation should be considered for the production of Police and Voting Lists. It was the vote of the majority at that time to acquire the addressograph equipment, which, it was believed, would serve our purposes at a minimum cost. However, the operation has not worked out satisfactorily for the reason that labor costs for its proper functioning have been rising steadily far and above costs that were established and projected at the time of installation. Because of the union requirement that union men perform the work involved, this resulted in utilizing the services of union men receiving wages ranging from \$98 a week in 1955 to \$124 a week in 1962, while female operators of the addressograph system in private industry receive at the present time in the vicinity of \$70-\$75 weekly. Other factors that prompted reconsideration were the delays experienced in producing the routine printing work of the plant, which has been attributed directly to the work involved in the printing of Police and Voting Lists by the addressograph method, coupled with the fact that the routine printing work of the plant would sometimes interfere with the production of Police and Voting Lists within legal time limits.

It is our belief that the abolishment of the addressograph operation and the adoption of IBM procedures should result in the following:

1. The prompt and efficient production of all printing requirements of city departments and the possible addition of other printing work that is presently being performed by outside firms for several county agencies.
2. A reduction in costs for printing the Police and Voting Lists.
3. More efficient handling of Police Lists through the proximity of the printing operations to the Police files.
4. More efficient handling of Voting Lists through the proximity of the printing operations to the Election Department records.
5. The elimination of unnecessary delays in producing Police and Voting Lists within legal time limits, with Police Lists being made available in April and Voting lists in July of each year.

We believe the above action will solve in some degree several of the problems with which we have been faced for several years in improving the efficiency of operations at the Printing Plant.

ART COMMISSION

Although the Art Commission is not subject to the supervision or control of the Administrative Services Board or any member thereof, however, under the provisions of the existing ordinance the annual report or any other report of the Art Commission is obliged to be made through the Board, and, in accordance therewith, we submit the annual report of this commission.

The members of the commission include the following:

Nelson W. Aldrich, chairman, nominated by the Massachusetts Institute of Technology, term expiring May 1, 1964.

William B. Osgood, nominated by the Trustees of the Boston Public Library, term expiring May 1, 1966.

Margaret Fitzhugh Brown, nominated by the Copley Society of Boston, term expiring May 1, 1967.

Alice M. Walsh (nee Maginnis), nominated by the Museum of Fine Arts, term expiring May 1, 1963.

Marvin Goody, nominated by the Boston Society of Architects, term expiring May 1, 1965.

David McKibbin, 10½ Beacon Street, Boston, employed as a clerk on a part-time basis.

As you are aware, the commission has the custody and care of all works of art owned by the city. No work of art can be accepted by the city, erected, or placed in any public way without the approval of the Art Commission. In addition, it is also responsible for the upkeep of monuments in public squares and the care of existing paintings owned by the city.

The activities of the commission have been more or less limited over recent years because of budgetary limitations and other factors which prevent large expenditures of public funds.

During the past year the War Memorial in the Fenway was cleaned and restored to a condition of respectability by the removal of paint, tar, and indelible inks from the tablets and the bronze figure in front, and the Robert Burns statue in the Fenway received similar treatment.

Many requests were made to the commission during the past year for permission to use the Healey painting of Daniel Webster's "Reply to Hayne," which is hung in Faneuil Hall. This painting, incidentally, continues to be one of the most popular for the illustration of history textbooks.

This department is privileged in having associated with it such outstanding individuals who comprise the membership of the Art Commission and who contribute their services to the city.

Boston has always enjoyed a high standing among the large cities of the country and the world in its appreciation of the arts, as was so well demonstrated at our 1962 Conferama presentation, and it is comforting to know that personages of such high calibre in this particular field have been selected to take charge of this important phase of governmental operations.

SUMMARY

The Administrative Services Department, as the key management agency of the city government, has the responsibility of carrying out administration policies and complying with the provisions of the ordinances as set forth in the beginning of this report. This responsibility involves all phases of public administration, including administrative, financial, personnel, and fiscal management.

To carry out part of these functions and responsibilities eight divisions and/or commissions have been established or included within the department structure, namely, Administrative, Budget, Personnel, Complaints, Purchasing, Printing, Art Commission, and Public Safety Commission, with the operations of all these divisions, excepting the Art Commission, under the general supervision of the Director. We have endeavored to cover in this report a detailed account of the activities of these various divisions, commissions, and units of divisions for the past year and have noted that possibly one or two more units may be established during the current year. A report of the activities of the Public Safety Commission is contained in Section 2 of this document.

When the department was organized in 1954, only three divisions and one section were established, with the Art Commission included as a separate entity within the department. Since that time the following divisions, commissions, and/or units have been added to the organizational structure either by ordinance, statute, or Board action. Complaints Division, Budget Division, Public Safety Commission, Surplus Property Unit, and the Office Machine Repair Unit. Actually, we now have ten divisions or units within the framework of our organization, if we include the Data Processing Unit and the Health-Life Insurance Unit which are presently functioning within the Administrative Division, and the indications are that the department will continue to expand until control and coordination of many other administrative functions have been achieved.

During the past year we have made tremendous strides in our plans to streamline and improve techniques in operations. As stated previously, we have embarked on a plan to centralize billing procedures, and, as this operation is only in the first stage of several other operations that we intend to incorporate in this new function, it is reasonable to assume that prior to our moving to the new City Hall we will have perfected this operation to a degree where automation, which was suggested originally at our 1957 Conferama presentation, and has been discussed on several occasions since that time, will be substituted for many antiquated and obsolete methods of procedure which have been in existence since the turn of the century.

We are keenly aware of the tremendous tasks ahead and the many problems with which we will be faced in the future, but we are always open to suggestions, recommendations, or constructive criticism, if warranted, not only from the public or civic organizations interested in better management but from the department head and the city employee who are members of the vast organization to which we refer as our municipal government. To meet each problem as it occurs and to solve it in a manner that will reflect credit upon you and your administration is our first and foremost desire.

We trust that our endeavors will result in Boston's attaining a position in the municipal management field that will be second to none in efficient and economical administration.

Respectfully submitted,

HENRY A. SCAGNOLI, *Chairman,*

Director of Administrative Services

ADOLPH H. BRAUNEIS, *Commissioner of*
Assessing

HENRY T. BRENNAN, *Supervisor of Budgets*

MICHAEL A. DESIMONE, *Purchasing Agent*

DUNCAN T. FOLEY, *Supervisor of Personnel*

JOHN T. LEONARD, *Temporary City Auditor*

LAWRENCE W. COSTELLO,

Administrative Secretary

SECTION II

ANNUAL REPORT
OF THE
PUBLIC SAFETY COMMISSION

1962

HENRY A. SCAGNOLI,
Chairman.

LAWRENCE W. COSTELLO,
Secretary.

January 4, 1963.

HON. JOHN F. COLLINS,
Mayor of Boston.

DEAR MR. MAYOR:

In accordance with the provisions of Chapter 3, Section 25, of the Revised Ordinances of 1961, we are pleased to submit herewith the ninth annual report of the Public Safety Commission for the year commencing January 1, 1962, and ended December 31, 1962.

This is the third Public Safety Commission annual report that is submitted as part of the Administrative Services Department annual report, all other previous annual reports having been submitted as part of the Building Department annual report.

The chief function of this commission under legislation enacted in 1959 (Chapter 203, Acts of 1959, as amended by Chapter 194, Acts of 1961) is to coordinate the work of all departments of the city concerned with public safety, to the end that there may be efficient and concerted action by said departments, particularly in times of emergency and/or disaster.

The members of this commission, including the secretary to the commission, serve without compensation and without an appropriation of any character, thereby obviating the necessity of submitting a financial statement in accordance with the provisions of the ordinances.

Under date of July 15, 1962, Dr. F. Robert Freckleton resigned as Health Commissioner and as a member of this commission to accept an assignment with the federal government, and, under date of July 16, 1962, Dr. John T. Foley, appointed by you as Temporary Health Commissioner, became a member of the commission by virtue of his appointment.

After returning from military service in the European area, Brigadier-General Charles W. Sweeney was sworn in as Director of Civil Defense on September 5, 1962, which automatically returned him to his previous membership as a member of the Board. During his absence Fire Commissioner Thomas J. Griffin, who was appointed by you as Acting Director of Civil Defense, served in a dual capacity on the Board, both as Fire Commissioner and Acting Director of Civil Defense.

However, in many instances, the Deputy Director of Civil Defense, Waldo Pisco, was present at many of the monthly meetings to assist and advise in matters pertaining to Civil Defense activities.

Under date of March 15, 1962, Police Commissioner Leo J. Sullivan resigned as Police Commissioner, and, during the period from March 15, 1962, to April 5, 1962, the Superintendent of Police, Francis J. Hennessy, served as Acting Police Commissioner and a member of this commission. Under date of April 6, 1962, Edmund L. McNamara was appointed as Temporary Police Commissioner and was sworn in as the official Police Commissioner on May 1, 1962, under the provisions of Chapter 41, Section 61A, of the General Laws, as amended, which action by the Legislature returned to Boston the control of its Police Department.

In accordance with statutory requirements, meetings were held at least monthly during the year 1962 on the following dates at Room 43, City Hall:

January 16	July 26
February 27	August 9
March 20	September 20
April 24	October 25
May 29	November 15
June 26	December 13

Although the Committee on Licenses is a subcommittee of the Public Safety Commission, its functions and operations are carried on within the Building Department in accordance with the provisions of Chapter 203, Section 2, of the Acts of 1959, and a report on its activities for the year will be included in the annual report of the Building Department.

SNOW COORDINATING TABLE

One of the most important accomplishments of the commission during the past year was the establishment of a more efficient type of operation in the handling of various hazards that occur during and subsequent to a major snowstorm. The first real test of the value of the Snow Coordinating Table was demonstrated during the storm which occurred on Christmas Eve and Christmas Day of 1961, the results of which were not divulged until January of 1962.

Mr. John Flaherty, Deputy Commissioner of the Public Works Department and Chairman of the Snow Coordinating Table, reported at the January meeting that the over-all operation was most satisfactory and successful. However, he recommended a few minor adjustments in the original plan of operations which the commission agreed to place in effect when the city was again visited with a heavy snowfall. We have been most fortunate during the past year insofar as major snowstorms are concerned, but we are prepared and ready to meet the situation when and if we are faced with either a major snowstorm or a major disaster of any character. During a minor snowfall on December 26, 1962, alternate members of the Snow Coordinating Table reported to the Snow Center and handled the situation without requiring the presence of commission members.

New equipment acquired by the so-called public safety departments will certainly improve and speed up previous operations to a large degree. At the present time the Public Works Department is considering the possible acquisition of a snow melter, which is to be demonstrated to Public Works officials upon the advent of our first major storm of the season.

Under new rules and regulations of the Traffic and Parking Department which can be put into effect by the Traffic Commissioner in the event of a major snowstorm or disaster another contribution to the efficiency of operations can be realized.

The delegating of alternate representatives from each public safety department to serve on the Snow Coordinating Table in the event a designated member of the Table finds it impossible to report during an emergency is another factor that will guarantee full representation of all departments involved at all such times.

The assurance of transportation by the Traffic and Parking Department for all members or alternate members of the Table who find it impossible to reach headquarters by other means during emergencies will eliminate problems of transportation experienced by designated members in the past.

We believe it can be truthfully stated that this is the first time in the history of the city that a workable and methodical plan has ever been adopted for the safety and protection of our population during times of emergency. With the cooperation of the Administrative Services Department, the Traffic and Parking Department, the Health Department, the School Department, the Fire Department, the Public Works Department, the Metropolitan Transit Authority, the Police Department, the Civil Defense Department, and the Building Department, together with the coordination of their specific functions and duties, one can visualize the potential of all these safety departments acting as a team rather than operating on an individual basis in times of distress and emergency. The plan has worked out favorably to the satisfaction of all concerned, and, with further experience and continued improvements, we predict that the operations of this Table will result in a pattern which many other large cities will copy in the future.

FIRE ALARM SYSTEMS IN THE PUBLIC SCHOOLS

As there appeared to be some conflict of opinion as to whether or not the School Department or the Fire Department was vested with the responsibility of inspecting and maintaining the fire alarm systems in public schools, coupled with the fact that the Board of Commissioners of School Buildings unanimously passed a motion to have the function transferred to the Fire Department, a request was made to the Corporation Counsel for an opinion concerning the vote and the question of responsibility. The opinion of the Corporation Counsel is submitted below: —

January 22, 1962.

To: L. W. Costello, Administrative Secretary, Public Safety Commission

FROM: Arthur G. Coffey, Corporation Counsel, Law Department

SUBJECT: Fire Alarm Systems in the Boston Public Schools

You have asked my opinion concerning a vote of the Board of Commissioners of School Buildings in which the Board asks that the responsibility for inspecting, testing, and maintaining the fire alarm systems in the public schools be transferred to the Fire Department.

In my opinion the change desired by the Board of Commissioners would require legislative action. The Department of School Buildings of the City of Boston is governed by St. 1929, c. 351, as amended. Section 7 of that Act reads as follows:

"The school committee of the city of Boston shall submit all proposed budgets and appropriation orders for the construction and furnishing of new school buildings both temporary and permanent, including the taking of land therefor, and for school yards and the preparing of school yards for use, and for the rent of hired school accommodations, and for the alteration and repair of school buildings, and for furniture, fixtures and means of escape in case of fire, and for fire protection for existing buildings, and for improving existing school yards, to the board of commissioners who shall make written report thereon to the school committee after such examination and investigation as said board of commissioners may desire to make, and no appropriation of money for any of the above-named purposes shall be made by the school committee until such report shall have been made to the school committee by said board of commissioners. All such reports of the board of commissioners shall be incorporated in full in the minutes of the school committee meeting next following the receipt thereof."

It could appear that the clear implication of that Act is that the appropriation of money for "fixtures and means of escape in case of fire, and for fire protection for existing buildings" is the duty and responsibility of the School Committee and that these items are the duty and responsibility of the Department of School Buildings for operations.

It is my opinion, therefore, that the matter of fire protection, having been imposed upon the Department of School Buildings by legislative mandate, would require a similar mandate to change this responsibility.

The transfer of duty to maintain fire protection systems from the School Buildings Department to the Fire Department is not part of the city's current legislative program.

ARTHUR G. COFFEY,
Corporation Counsel.

After receipt of the above opinion and after it was directed to the attention of the commission, the School Department placed in effect a new system whereby responsibility for fire protection in the public schools would be shared by head masters and principals in the Boston school system. A new form was adopted (Form

482), which presently is being filed monthly, covering a report for each school building concerning fire drills and fire alarm systems. A copy of this report form is submitted herewith: —

482	Boston Public Schools	MONTHLY REPORT RE FIRE DRILLS AND FIRE ALARM SYSTEM	
			Month of....., 196
School.....		District.....	
Date of Drill.....		Hour.....	A.M.....P.M.
Evacuation Time:.....	Minutes.....	Seconds.....	Type of Drill (Check) Regular.....Alternate.....Obstructed.....
Has the monthly test report for the inspection of the fire alarm system been countersigned?			
Yes.....	No.....	By whom?.....	Signature of Person in Charge

After these reports are filed monthly with the Superintendent of Schools, they are carefully reviewed, and, in the event corrective action is necessary in any specific instance, the matter is handled promptly and efficiently at the direction of the Superintendent of Schools, a member of this commission, Dr. Frederick J. Gillis. This new system, inaugurated during 1962, will result in a more centralized control over these important facets of safety and protection for our children and will minimize and actually eliminate the possibility of such a catastrophe as occurred during a parochial school fire in Chicago in 1958. Both the Fire and School Departments have been coordinating their activities to insure maximum safety for our school population, both public and private, through the means of periodic fire drills, education in the field of fire protection, and the monthly inspection of fire alarm systems.

DEMOLITION

This commission, since its establishment in 1954, has taken more than ordinary interest in the city's various demolition programs for obvious reasons and, in its desire to coordinate the demolition programs of the Boston Redevelopment Authority with that of the Building and Health Departments, requested an opinion

from the Corporation Counsel as to its powers in this respect and received the following opinion under date of February 8, 1962:—

L. W. COSTELLO, *Secretary*,
City Hall, Boston, Mass.

DEAR Mr. COSTELLO:

By letter dated February 2, 1962, you inquire whether the Public Safety Commission may properly exercise its coordinating function over the Boston Redevelopment Authority.

St. 1959, c. 204, s. 1, so far as material to the question presented, reads as follows:

"It shall be the duty of said commission to coordinate the work of all departments of said city concerned with public safety to the end that there may be efficient and concerted action by said departments, particularly in times of emergency and disaster."

Redevelopment authorities exist by virtue of the provisions of G. L. (Ter. Ed.) c. 121, s. 26QQ and s. 26RR. Section 26QQ provides, in part, that:

"There is hereby created in each city and town in the Commonwealth a public body politic and corporate to be known as the 'Redevelopment Authority' of such city or town. . . ."

This language is identical with G. L. (Ter. Ed.) c. 121, s. 26K, which establishes housing authorities, except for the substitution of the word "Redevelopment" for the word "Housing."

In the case of *Johnson-Foster Co. v. D'Amore Construction Co.*, 314 Mass. 416, 419, in considering the legal status of housing authorities, the court said:

"The statutes establishing housing authorities make it plain that such an authority, although organized by and in each city and town in cooperation with the State, is nevertheless, when organized, a complete corporate entity in itself, distinct from the municipal corporation within whose territory it is set up, and exercising its powers in its own independent right."

In my opinion, the language of the court is equally applicable to redevelopment authorities.

Since the authority of the Public Safety Commission is confined to "all departments of the city concerned with public safety," I conclude that the Commission may not include the Boston Redevelopment Authority in its coordinating function.

Very truly yours,

ARTHUR G. COFFEY,
Corporation Counsel.

In view of the Corporation Counsel's ruling, we were unable to take the action desired.

Under Building Department jurisdiction, a total of 129 structures were razed during the past year at a cost of \$114,316, while thirty-four structures required repairs at a cost of \$27,037.61. Other charges, including the costs for taking photographs, the recording of liens, title research, and other contractual services, amounted to \$5,916.94, or a grand total of \$147,270.55.

Programs of the Boston Redevelopment Authority were accelerated to such an extent during the past year that it obviated the necessity for appropriating city funds for demolition projects under Health Department jurisdiction. Many of the rundown areas where structures ordinarily would require condemnation proceedings by the Health Department were either acquired or are in the process of being rehabilitated by the Boston Redevelopment Authority, thereby saving the city the direct expense of demolition costs in these specific areas.

The demolition of dilapidated structures within the various sections of the city has been a program of deep concern to this commission not only because of the hazards they create but the eyesores they contribute to areas that are considered to be in the category of preferred residential districts.

Direct costs for our demolition program in 1961 totaled in the vicinity of \$195,000, while in 1962 direct costs, as set forth above, totaled \$147,000, or a saving, due primarily to Boston Redevelopment Authority takings, of some \$48,000. An important factor in the rebuilding of an old city is the razing of structures that have seen better days and substituting, wherever possible, new properties that will bring additional tax revenue into the city. Part of the costs of demolition are recovered when properties are disposed of, and these costs can be very well considered as sound investments for future expansion of the tax base. Insofar as this commission is concerned, our prime interest is in the elimination of hazards in the interests of public safety while at the same time contributing to the elimination of blight in many of the better sections of the city.

REORGANIZATION OF THE POLICE DEPARTMENT

Pursuant to the enactment of legislation in March transferring control of the Police Department to the city, an invitation was extended Mr. Tamm and Mr. Leonard of the International Association of Chiefs of Police, who were conducting a study and survey of the Police Department, to attend our April meeting. In their absence from the city, Mr. Francisco, a member of the survey staff, attended our April meeting and briefed the members of this commission on the studies of the staff to date. Since that time the survey group completed their studies and submitted their report as to their findings.

At the meeting attended by Mr. Francisco the matter of enforcement by the Police Department of city ordinances, codes, and other various departmental rules and regulations was accorded more than ordinary interest because of the laxity in the past of strict enforcement in certain areas when the Police Commissioner was an appointee of the Governor. The newly appointed Police Commissioner, a member of this commission, was most emphatic in his determination to increase cooperation and improve coordination between and among the various city departments in the matter of enforcement, and requested that violations of any character, more especially concerning public safety matters, be directed to his personal attention so that he could see to it that such cases were adjudicated or corrected and justice meted out when required or necessary. For the past six months this system has worked out to the satisfaction of all concerned, and further improvements are contemplated during the current year.

As a result of the Tamm Survey many improvements in police operations have already been put into effect and many additional ones are being considered for immediate or future implementation of police efficiency. The streamlining of operations through the elimination of a surplus working force by attrition; the consolidation of divisions where it is found one division can handle the functions of two divisions more efficiently;

the acquisition of new and modern equipment; the hiring of women to handle traffic at school grade crossings to relieve police officers from this duty for more important assignments; and several other major improvements for the safety of the public are in the process of being incorporated into reorganization plans. During the latter part of December sixty women were appointed to handle traffic at school grade crossings, and it is contemplated to appoint an additional 120 during the current year.

The prospects of the Police Department's returning to its prior rating as one of the most efficient police agencies in the country are very bright, and we predict that before the end of the current year this goal will be achieved.

TRAFFIC AND PARKING

As a result of new legislation enacted on July 1, 1962 (Chapter 338 of the Acts of 1962), the name of the Traffic Department was changed to the "Traffic and Parking Department" under the supervision of a five-member board now known as the Traffic and Parking Commission.

Under this new legislation the Commissioner of Traffic and Parking can now make rules and regulations without requiring a commission hearing. This has resulted in the expediting of many traffic problems which required commission action in the past and unnecessary delays which impeded the type of action which the public expects in times of emergencies.

This legislation gives the Traffic and Parking Commission authority to approve sites for off-street parking garages, which was previously under the jurisdiction of the Real Property Department. No longer can off-street parking garages be erected until traffic engineers have checked for ingress and egress requirements. Another feature of this legislation is that the Commissioner of Traffic and Parking is now the sole licensing authority of all privately owned open-air parking lots in the city.

This now allows the Traffic and Parking Department to tighten controls of these operators by daily inspections.

A so-called jay-walking law was enacted by the Legislature in May of 1962 (Chapter 409, Acts of 1962), which is still pending in the City Council for acceptance by the city. Steps have been taken to establish educational programs featuring the important provisions of this legislation in the School, Traffic, and Police Departments, and, after acceptance by the City Council, it is planned to utilize every advertising medium, including radio, TV, newspapers, etc., to acquaint the general public with its requirements before strict enforcement is adopted. It is the belief of this commission that after the public becomes accustomed to complying with the safety measures contained in this new legislation, a substantial decrease in the number of pedestrian deaths and accidents should result throughout the entire city.

CIVIL DEFENSE ACTIVITIES

This particular agency has been of tremendous value to our over-all safety program through its ability and authority to acquire much needed equipment from the federal government at astounding savings to the city. Such departments as the Public Works, Fire, Police, Hospital, and Welfare Departments have been the beneficiaries of equipment secured through the Boston Civil Defense Agency.

The telephone system at Civil Defense Headquarters has been implemented with three additional phones to handle snow emergencies and other types of emergencies that might arise. A radiological program was initiated during the year, with one of the key employees of the department attending the OCDM Chemical, Biological, and Radiological Defense Course at the Eastern Training Center in Brooklyn, New York, at no cost to the city, the expense being borne by the federal government. Approximately seventy-five radiological monitoring stations have been located at police divisions, fire stations, the United States Public Health

Hospital in Brighton, the Employers Liability Insurance buildings, etc. These stations are fully equipped with kits containing Geiger counters, survey meters, dosimeters, chargers, and gas masks, all furnished by the federal government.

Surveys have been conducted covering all siren, bell, and light warning systems, some 156 in all, throughout the city, and widespread distribution has been made of printed material explaining warning signals and what the public should do in the event of a warning.

As a result of the Cuban crisis, the shelter program was accelerated in October with the marking and stocking of existing public and private buildings in conformance with federal and state directives progressing at a fast pace. At the end of the year 188 buildings in various sections of Boston have already been marked as shelter areas. Supplies are arriving daily, and within the next two or three weeks these supplies will be delivered to the buildings already marked and licensed as shelter areas.

It is estimated that the number of shelter spaces available in Boston will approximate 1,440,000 square feet in some 1,200 buildings and should be more than adequate for the protection of the daytime population of the city, which is in the vicinity of 1,200,000.

Consideration is being given to the possibility of equipping some of our larger buildings with emergency power to cope with the risks of commercial power failure, which was experienced in the City of New York during the past year for a period of six hours.

A basic guide line for a natural disaster plan was developed by the Civil Defense agency and is presently under study by this commission. We have had such excellent results with the Snow Table operation in the handling of several emergencies during the past two years which were outside the area of snowstorm emergencies that we are contemplating the integration of the important phases of the Civil Defense natural disaster plan in the Snow Coordinating Table operation.

MISCELLANEOUS

A proposal of the Court House Commission to remove from the cupola of the Court House certain radio transmitter facilities utilized by the Metropolitan Transit Authority, Fire and Police Departments to a space located on the fifteenth floor of said Court House prompted the Court House Commission to recommend that separate meters be installed for the respective agencies for billing purposes. After it was learned that the billing recommendation of the Court House Commission would require the extension of cables from the basement to the fifteenth floor at a cost to the city in the vicinity of \$7,000 and, coupled with the fact that the entire monthly charge for the three agencies involved amounted to less than \$50, it was considered not only impractical but a waste of money for this commission to agree to such an arrangement.

In the course of deliberations at our May meeting the attention of the commission was directed to the excellent work of a humanitarian nature being performed by "The One Hundred Club of Massachusetts, Inc.," which was established when our chairman was Fire Commissioner. The chairman's remarks concerning this fine organization are included herein for the purpose of emphasizing the point that men risking life and limb daily in the performance of their duties are not entirely forgotten by the civic-minded leaders of our community. Mr. Scagnoli's remarks follow herewith:

"The One Hundred Club of Massachusetts, Inc., consists mainly of some 100 businessmen in the Boston area (from which the Club derives its name) who contribute \$250 annually, \$25 of which is placed aside for two social gatherings of members each year, the balance of \$225 being placed in a revolving fund to be used for the benefit of those members of a family left behind through the death of a fireman killed in the line of duty. To the present time, there were two firemen killed in action, and, only the other day, the family of Patrolman John J. Gallagher of the Police Department, who was killed in the performance of his duties, were the recipients of this fine organization's financial assistance.

"I have had the opportunity of joining with these men when they visited the homes of widows of firemen. The set procedure is to present \$1,000 to the widow and to assume any mortgage payments up to and including \$10,000; also, they absorb any extraordinary expenses that may be outstanding, such as doctors or nursing fees, automobile payments, etc. I believe, as members of the Boston Public Safety Commission, we should go on record as approving these humanitarian acts, thereby indicating our appreciation for their extraordinary concern for the families of those who have given their lives for the safety and protection of others."

As a result of the Chairman's suggestion, the following resolution was passed and sent along to the president of the organization.

Resolved, That the City of Boston Public Safety Commission commend the membership of The One Hundred Club for the extraordinary assistance it is rendering to the families of firemen and policemen killed in the line of duty, more specifically in the case of the family of Patrolman John J. Gallagher who was killed recently as a result of a holdup in the Kenmore Square district of Boston.

The civic-minded enterprise of The One Hundred Club is to be commended, for not only is the organization of assistance in hours of great distress but it also reflects acts of charity and kindness in keeping with the precepts of the Fatherhood of God and the Brotherhood of man.

The following letter was received from the president of the organization upon receipt of the above resolution:

June 14, 1962.

MR. LAWRENCE W. COSTELLO,
Public Safety Commission,
City Hall,
Boston, Mass.

DEAR MR. COSTELLO:

In behalf of the officers and members of The Hundred Club, we are deeply touched by the resolution adopted by the Boston Public Safety Commission on Tuesday, May 29.

We are a group of citizens who feel privileged to be on hand when the family of a fire fighter or police officer give their lives to our protection.

Again I say, thank you.

Sincerely,

GEORGE SWARTZ,
President.

SUMMARY

One of the most important accomplishments of this commission, as stated previously, can be attributed to the splendid teamwork displayed by the various public safety agencies of government in the operation of the Snow Coordinating Table. With the officials of Civil Defense, Police, Fire, Public Works, Traffic, School, Health, Metropolitan Transit Authority, and the Building Department combining their energies and thinking, it has been possible to come up with an operation which, after a year and a half of trial and testing, has proven to be one of the most efficient and methodical disaster relief agencies that can be found either in the Commonwealth or perhaps in the country. The confusion and duplication of effort which was evidenced many times in the past during emergencies of not only major significance but minor as well have been eliminated. Modern equipment has been and is being procured as speedily as possible to augment the efficiency of our public safety programs.

For the first time since the installation of traffic signals in Boston in 1929 a major installation of a modern electronic traffic control system for the entire Back Bay area has been effected to replace an obsolete and out-moded system. Other areas for modernization in the traffic control field are being explored, and it is expected that when work proceeds in the Government Center area another modern installation will cover the needs of the downtown area.

Through the joint efforts of the Public Works Department and the Traffic and Parking Department, our street sign program has been accelerated. A contract has been awarded for the furnishing of modern reflective street name signs for the downtown area, and it is planned to replace many of the old street name signs throughout the remainder of the city during the current year.

Of tremendous importance to the effectiveness of emergency operations was the enactment of legislation which permitted the establishment of a new schedule of

finest for parking violations and the adoption of a system placing visible tags on vehicles for illegal parking. The results of these two items alone, to which the Traffic and Parking Department devoted a great deal of time and effort, should reflect favorably upon the over-all safety program of the city during the current year.

The creation of a new organizational structure for the Police Department.

Improvements in and possible expansion of Metropolitan Transit Authority operations.

Public works plans for improving their many operations in the fields of engineering, highway construction and repairs, sanitation, sewerage and drainage, snow removal, etc.

Plans for expediting the issuance of licenses and permits under the jurisdiction of the Building Department, without decreasing safety hazards, to speed up the many construction projects planned and contemplated in various sections of the city.

The constant vigilance being kept by the Health Department over the health of our community at all times.

The alertness of the officials of the School Department in all matters pertaining to the safety and protection of the children attending their many institutions.

The long-range plans of our Civil Defense Agency.

The modernization of fire-fighting techniques, the acquisition of new equipment, and improved technical training.

Traffic and Parking Department planning mentioned previously.

The coordination of all these efforts and plans by the chairman of this commission can only result in the public receiving the maximum of protection during all times of emergency, catastrophe, or distress.

We have endeavored to systematize our operations in such a manner as to be prepared and ready to meet any type of emergency requiring speed and concerted action.

In addition to several severe snowstorms experienced during the past three years, we have been visited by a tornado scare, two MTA strikes, a major hurricane, and the Cuban crisis, all of which have aided us in

evaluating and analyzing Boston's needs in the safety field. We believe that as a result of these various experiences we are well on the road to producing for Boston one of the most efficient teams in the field of public safety that can be found anywhere in the country.

Respectfully submitted,

HENRY A. SCAGNOLI, *Chairman*

THOMAS F. CARTY,
Traffic Commissioner

DR. JOHN T. FOLEY,
Health Commissioner

DR. FREDERICK J. GILLIS,
Superintendent of Schools

THOMAS J. GRIFFIN,
Fire Commissioner

JAMES W. HALEY,
Public Works Commissioner

THOMAS J. McLERNON,
General Manager, MTA

EDMUND L. McNAMARA,
Police Commissioner

BRIG.-GEN. CHARLES W. SWEENEY,
Civil Defense Director

COL. ROBERT E. YORK,
Building Commissioner

LAWRENCE W. COSTELLO,
Secretary

